

Message Text

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ACTION AF-10

INFO OCT-01 ISO-00 ONY-00 SSO-00 SS-15 /026 W
-----045830 171344Z /50R
O 171145Z APR 78
FM AMEMBASSY KHARTOUM
TO SECSTATE WASHDC IMMEDIATE 7116

LIMITED OFFICIAL USE SECTION 1 OF 2 KHARTOUM 1726

FOR ASSISTANT SECRETARY MOOSE FROM AMBASSADOR

E.O. 11652: N/A
TAGS: AMGT, PEPR, SU
SUBJ: GOALS AND OBJECTIVES RESOURCE MANAGEMENT (GORM)

REF: (A) STATE 69374 (B) STATE 95121 (C) KHARTOUM 1585

1. APPRECIATE REMARKS AND SUGGESTIONS CONTAINED REF B.
HEREWITH IS BEST RESPONSE WE ABLE TO MAKE TO REF A UNDER
CIRCUMSTANCES DESCRIBED REF C. AGREE THAT JAO CHIEF YOUNG
AND AF/EX SPECIALISTS SHOULD REVIEW THIS IN NAIROBI WITH
VIEW TOWARD REFINING INFO CONTAINED BELOW.

2. TOTAL MISSION RESOURCES (OPTIMAL FY 80 LEVELS)

A.	PERSONNEL			
	DIRECT HIRE		CONTRACT	
	U.S.	LOCAL	U.S.	LOCAL
STATE	22(6)	34(4)	0	3(1)
AID#	13(2)	14(6)	25(8)	1(1)
ICA	2(1)	13	0	2
DAO	2(1)	1	(1)	0
PPM	2(2)	0	23(50)	0
TOTAL	41(12)	62(10)	48(59)	6(2)

AID LEVELS WILL DEPEND ON ACTUAL PROJECTS APPROVED.

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B. COMMENT: THESE FIGURES ASSUME APPROVAL OF SEVERAL
STATE POSITIONS ALREADY REQUESTED (I.E., PER OFFICER, GSO,
AMERICAN SECRETARY, C&R OFFICER, TCU TECHNICIAN AND VICE
CONSUL). THEY ALSO INCLUDE TWO AID POSITIONS ALREADY
APPROVED (ARRIVAL EXPECTED DURING SUMMER 1978) AND FOUR
POSITIONS AID/SUDAN EXPECTS TO REQUEST BE ESTABLISHED.

ICA WILL NEED ONE MORE AMERICAN TO HANDLE EXPANDED ECA PROGRAMS. WE FURTHER ASSUME CONTINUATION OF PEACE PILLAR MISSION (PPM) THROUGH FY-80 AND SIMILAR TYPE MISSION TO IMPLEMENT F-5 AIR DEFENSE SALE. FOR PLANNING PURPOSES WE ARE ASSUMING OUR REQUEST FOR ADDITIONAL STAFFING IN DAO WILL BE APPROVED. HOWEVER, AS OF MID-APRIL 1978, THERE IS DEBATE UNDERWAY OVER WHETHER THIS CAN BE DONE. DOD HAS SUGGESTED ESTABLISHMENT OF SEPARATE OFFICE TO MANAGE MILITARY SALES (5 AMERICANS AND 2 LOCAL POSITIONS), BUT I CONSIDER THIS UNNECESSARY AND EXCESSIVE AND PREFER MODEST EXPANSION OF DAO WE REQUESTED INSTEAD. WE ALSO HAVE NOT MENTIONED PEACE CORPS SINCE UNTIL NOW THERE HAS BEEN NO FORMAL DISCUSSION REGARDING SUBJECT BETWEEN USG AND SUDANGOV. HOWEVER, INFORMAL CONSIDERATION HAS BEEN GIVEN TO ESTABLISHMENT OF PEACE CORPS HERE AND I WOULD SUPPORT SUCH A PROGRAM IF SUDANGOV ASKS FOR IT. THUS, THERE IS AT LEAST FIFTY-FIFTY CHANCE THAT PEACE CORPS PROGRAM WILL EXIST IN SUDAN BY FY-80.

3. FUNDING AND ADMINISTRATIVE SUPPORT

	PROGRAM OPTIMAL	INCREASE
A. STATE	1,225,000	375,000
AID#	20,000,000	10,000,000
IMET ##	450,000	50,000

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ICA	575,000	95,000
SPECIAL SELF-HELP	25,000	
TOTAL	\$22,275,000	\$10,520,000

DOES NOT INCLUDE PL-480 ## INCLUDES ICA/ECA

B. ADMINISTRATIVE SUPPORT

	OPTIMAL	INCREASE
STATE	\$623,000	\$ 63,000
AID	215,000	150,000
ICA	84,000	21,000
DAO	30,000	9,000
PPM	15,000	9,000
TOTAL	967,000	252,000

C. INCREASE IN PROGRAM FUNDING REFLECTS NEW HOUSING FOR INCREASED STAFF AS WELL AS INFLATION GENERALLY, PARTICULARLY INCREASED RENTS. STATE INCREASE, HOWEVER, DOES NOT TAKE INTO ACCOUNT PROBABLY CONSTRUCTION/ACQUISITION OF NEW OFFICE BUILDING. AID, FMS/IMET AND ICA PROGRAM FIGURES ASSUME EXPANSION ALONG LINES CURRENTLY BEING PLANNED. BY FY-80 TOTAL FMS SALES SINCE FY 77 WILL LIKELY TOTAL APPROXIMATELY \$200-250 MILLION, BUT THEY WILL HAVE BEEN

CASH SALES AND THEREFORE WE HAVE NO INCLUDED FIGURE IN OUR PROGRAM STATISTICS. ADMINISTRATIVE SUPPORT INCREASE REFLECTS ESTABLISHMENT OF SEPARATE GSO BUILDING MAINTENANCE UNIT AND NECESSARY ADDITIONS TO EMBASSY OFFICES.

4. AGENCY PROGRAMS RELATED TO GOALS AND OBJECTIVES
U.S. GOALS AND OBJECTIVES IN SUDAN ARE STATED IN 77 STATE 295550 AND IN GENERAL OUR DESIRE IS TO MAINTAIN MODERATE, UNIFIED NATION THAT CAN CONTINUE PLAY HELPFUL ROLE IN MIDDLE EAST AND AFRICA AND CAN DEVOTE ITS ATTENTION TO ACHIEVING POTENTIAL AS MAJOR FOOD PRODUCER.
A. STATE: WE ARE ASKING FOR NO ADDITIONAL SUBSTANTIVE POSITIONS ALTHOUGH DEMAND FOR INCREASES IN POLITICAL AND ECONOMIC REPORTING AND TRADE PROMOTION EXISTS. HOWEVER, LIMITED OFFICIAL USE

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IT IS ESSENTIAL TO EXPAND JAO TO PROVIDE MINIMAL SUPPORT TO OTHER AGENCIES WHICH WILL BE IMPLEMENTING MAJOR NEW PROGRAMS. ALSO NEW CONSULAR POSITIONS NEEDED TO SERVE ADEQUATELY LARGER AMERICAN COMMUNITY IN SUDAN AS WELL AS GREATER FLOW OF SUDANESE TO U.S. BASIC STATE COMPLEMENT NEEDED TO PERFORM ESSENTIAL DIPLOMATIC, SUPERVISORY, REPORTING AND COORDINATING FUNCTIONS WHICH, OF COURSE, ARE ASPECTS OF ALL OUR GOALS HERE.

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ACTION AF-10

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-----045878 171343Z /50R
O 171145Z APR 78
FM AMEMBASSY KHARTOUM
TO SECSTATE WASHDC IMMEDIATE 7117

LIMITED OFFICIAL USE SECTION 2 OF 2 KHARTOUM 1726

FOR ASSISTANT SECRETARY MOOSE FROM AMBASSADOR

B. AID: ECONOMIC ASSISTANCE WILL PLAY CENTRAL ROLE IN

OUR EFFORTS HELP MAINTAIN UNITY, TERRITORIAL INTEGRITY AND POLITICAL STABILITY IN SUDAN AND WILL CONTRIBUTE TO DEVELOPMENT OF SUDAN'S ECONOMIC POTENTIAL. BETWEEN NOW AND EARLY 1980'S PROGRAM WILL, PERFORCE, GROW DRAMATICALLY, AS WE AT LAST BEGIN TO IMPLEMENT RELATIVELY FEW, MODEST PROGRAMS HERE. IT SHOULD BE NOTED THAT UNDER AID'S "NEW DIRECTIONS" MANDATE BEYOND PL-480 FOCUS IS ALMOST ENTIRELY ON TECHNICAL ASSISTANCE. THIS, AND LARGE SUPPORT REQUIREMENTS IN SUDAN, RESULT IN PEOPLE INTENSIVE PROGRAMS. IN FACT, WE HAVE QUESTIONED WHETHER THIS IS MOST EFFICIENT AND EFFECTIVE WAY TO ASSIST SUDAN ECONOMICALLY BUT AID/W HAS BEEN RATHER RIGID IN ITS INTERPRETATION OF MANDATE. WITH THIS GUIDANCE, THEN, WE HAVE BEGUN TO PLAN IN EARNEST ABOUT EIGHT OR NINE SEPARATE PROJECTS IN RURAL DEVELOPMENT, HEALTH AND EDUCATION IN THREE OR FOUR REGIONS OF SUDAN, INCLUDING SOUTH, AIMED AT REACHING RURAL POOR.

C. ICA- THIS AGENCY IS AIMED AT GENERAL GOALS OF PUBLIC DIPLOMACY, PARTICULARLY IN SUDAN IN ADMINISTERING VERY VALUABLE EXCHANGE PROGRAM. OUR HOPE SHARED BY INSPECTORS IS TO EXPAND EXCHANGE PROGRAM BY 1980 TO REFLECT IMPORTANCE U.S. ATTACHES TO SUDAN AND REFLECT MORE ACCURATELY QUALITY OF BILATERAL RELATIONSHIP. WE ARE HOPING TO ABSORB EXPANSION LIMITED OFFICIAL USE

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WITH MINIMAL STAFF INCREASES. IF STATE ADMIN SUPPORT COULD BE IMPROVED ADEQUATELY, MORE EFFECTIVE USE OF ICA LOCAL PERSONNEL WOULD BE POSSIBLE.

D. MILITARY-ALONG WITH AID, MILITARY PROGRAMS (IMET, FMS) ARE PRINCIPAL MEANS USG IS USING TO ASSURE ACHIEVEMENT OF GOALS, NOTABLY MAINTAINING TERRITORIAL INTEGRITY, SECURITY AND STABILITY OF SUDAN, WHICH, OF COURSE, IS ESSENTIAL IF ECONOMIC DEVELOPMENT IS TO TAKE PLACE. FY-80 IMET PROGRAM ON ORDER OF \$500,000 SHOULD REMAIN STEADY THEREAFTER, APART FROM INFLATIONARY INCREASES. LARGE FMS SALES IN 1977-79 PERIOD WILL NOT NECESSARILY BE FOLLOWED BY OTHERS OF EQUIVALENT MAGNITUDE. THEREFORE, ALTHOUGH WE CAN EXPECT CONTINUING FMS RELATIONSHIP FOR FORESEEABLE FUTURE WITH FOLLOW-ON SALES, I WOULD HOPE THAT PROGRAM, IN TERMS OF INCREMENTS, CAN SHRINK SIGNIFICANTLY AFTER FY-80.

5. PROPOSED REDUCTIONS

A. AS DEPARTMENT AWARE (REF C) EMBASSY STRONGLY OBJECTS TO THIS PORTION OF GORM EXERCISE CONSIDERING DE FACTO SITUATION IN KHARTOUM WHERE NEW PROGRAMS ALREADY AGREED UPON ARE BEGINNING TO BE IMPLEMENTED. MOREOVER, IN EFFORT TO COME AS CLOSE TO POSSIBLE TO APRIL 15 DEADLINE AND ANTICI-

PATING FURTHER DISCUSSIONS IN NAIROBI, WE SHALL HAVE TO
BE LESS PRECISE THAN DEPARTMENT WISHES. WITH THIS
INTRODUCTION IN MIND, WE BELIEVE "REDUCTION" WOULD HAVE
TO TAKE ONE OF FOLLOWING FORMS OR COMBINATIONS THEREOF:

(Q) NO NEW PROGRAMS: NO PEACE CORPS, NO MAAG-TYPE OFFICE,
NO NEW AID PROGRAMS. NO NEW CHANCERY PROGRAM.

(2) REDUCED SUPPORT: DELAY ADDITIONS TO JAO, DELAY
ASSIGNMENT OF NEW VICE CONSUL.

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(3) REDUCED SUBSTANTIVE PROGRAMS: CLOSE DAO, DROP
ONE ECON OFFICER POSITION, DROP POLITICAL OFFICER
POSITION, DROP SECOND ICA OFFICER POSITION, REDUCE
EXCHANGE AND IMET PROGRAMS, DROP SELF-HELP PROGRAM,
ELIMINATE SELECTED AID PROGRAMS AND RELATED STAFF.

B. COMMENT: IN SHORT, WE CAN IDENTIFY POSITIONS THAT
THEORETICALLY COULD BE ELIMINATED OR WE COULD FOREGO
SUCH PROGRAMS AS OBTAINING NEW CHANCERY. WITH TIME WE
COULD WORK OUT ATTENDANT ARITHMETIC. (AS NOTED ABOVE
WE NOT DOING THIS NOW SIMPLY BECAUSE OF TIME CON-
STRAINTS.). BUT REDUCTIONS WOULD BE DEVASTATING. FOR
EXAMPLE, CLOSURE OF DAO WOULD BE INTERPRETED AS HIGHLY
NEGATIVE POLITICAL SIGNAL BY SUDANGOV AND WOULD HARM
RELATIONS. SIMILARLY, IF OUR AID PROGRAM IS ANY SMALLER,
WE COULD EXPECT NEGATIVE REACTION BY SUDANGOV. POLITICAL
OFFICER POSITION COULD BE DROPPED, BUT REPORTING WHICH IS IN
HIGH DEMAND (BASED ON WHAT DEPARTMENT AND INSPECTORS TELL US)
SIMPLY COULD NOT BE DONE. WE COULD CONTINUE WITHOUT ADDITIONS
TO JAO BUT ONLY AT EXPENSE OF OVERALL MISSION OPERATIONS AND
COSTS IN REDUCED EFFICIENCY, MISTAKES, ETC. WOULD BE GREATER
THAN FILLING POSITIONS. IF DEPARTMENT BELIEVES IT NECESSARY
WE CAN REVISE PARA 5 AND PROVIDE MORE DETAILED INFO
EXPRESSED MORE CONVENTIONALLY FOLLOWING JAO YOUNG'S NAIROBI
DISCUSSIONS.

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